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SUMMARY
OF
ELEMENTS

CITY OF BARSTOW
GENERAL PLAN

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City planning

Barstow

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INTRODUCTION

The following document provides a summary of various detailed elements of the general plan, namely: the noise, seismic, public safety, open space and conservation, land use and housing elements. The particular findings and recommendations included under each element are based on more detailed information and studies submitted separately to the City. For a more complete understanding of each element, it is desirable to refer to these detailed base documents. Copies are available for reference at the Community Development Department, City Hall.

To assist in the review of each element in the following report, a standard format has been adopted. The first section under each element introduces the general nature and scope of the element. The second section presents the major findings and conclusions of various detailed background studies. The third and final sections relate various plans and recommended programs for the implementation of each element.

Each of the above elements serve to place various demands and/or restrictions on potential future uses to be considered by way of the general plan. The seismic, public safety and noise elements provide various information and policies regarding natural and man-made hazards which in several instances, will restrict the pattern and intensity of future uses. Together with the open space and conservation elements, they define which areas are to be preserved in a natural state and which may be used for urban purposes. The open space and conservation elements offer criteria and standards needed to control the impact of man's activity on the natural environment. These elements, in turn, are reflected in the land use and housing elements. The land use element sets forth a proposed plan and program for the future development of the City. The housing element establishes a plan and program for meeting the housing needs of both existing and future residents. All elements together represent a long-range guide to the development of land within the City according to recommended public policies.

NOISE ELEMENT

PURPOSE AND SCOPE OF THE ELEMENT

In California, noise levels have risen continuously in recent years due to the growing number of motor vehicles, aircraft and new power equipment. Noise is an especially serious problem around freeways, highways, railroad facilities and airports. With particular concern about the increasing level of noise pollution in local communities, California State law requires that a noise element be included as part of all city and county general plans. Specifically, Government Code Section 65302(g) requires:

A noise element in quantitative numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following: highways and freeways, ground rapid transit systems, and ground facilities associated with airports operating under a permit from the State Department of Aeronautics.

The purpose of the element is to identify noise levels associated with all existing and proposed major highways and freeways, and other transportation related sources that may produce noise harmful to the health and welfare of the community. The element establishes noise control standards and criteria in relation to various types of land uses; provides an inventory of existing noise sources and levels; identifies existing and potential problem areas, and sets forth measurable goals for the control and reduction of noise in problem areas.

The element is intended to be an official guide to the City and concerned citizens in their efforts to achieve a more amiable environment for both residents and visitors of Barstow. For the City Council and Planning Commission, the element provides a reference for considering noise in connection with their decisions on private development plans, capital improvement projects, and other implementation matters within their jurisdiction.

SUMMARY OF FINDINGS

Existing Noise Levels. Based upon the study efforts carried out in compliance with existing State law, it has been determined that the majority of residential areas in the City may be categorized as "quiet to normal suburban" in spite of the very strong influence of the freeways and railroad facilities located in the City. Interstate 15, in particular, dominates the ambient or residual noise levels over the present bulk of the community during the nighttime hours and many locations as well during daytime hours. This is anticipated to hold true in future years.

The most dominant source of intrusive noise in the community is truck traffic along the existing freeways and major thoroughfares. Operational activities along the AT&SF railroad also constitute a major recurring source of intrusive noise within the community. Locomotives drawing both passenger and freight cars arrive and pass through the City on the average of 100 times a day. The bulk of train traffic occurs during the daytime hours; however, nearly one-third of the daily traffic occurs during the evening and early morning hours.

The general aviation propeller aircraft activities at the Barstow-Daggett Airport are of limited consequence in terms of intrusive noise levels due to the lack of development in and around the airport and its distance from the City (some $6\frac{1}{2}$ miles east of Barstow).

Future Noise Levels. Increasing traffic along Interstate 15 is anticipated to continue as the major future source of noise within the community. This is particularly true in terms of the rising volume of truck traffic utilizing the freeway. Future noise levels adjacent to Interstate 40, State Highway 58, Main Street and Barstow Road will also be greatly influenced by an anticipated increase in the number of automobiles and trucks utilizing these major arterials. The projected noise levels from future traffic assume various roadway improvements as recommended in the Barstow Transportation Study; most notably, the extension of Barstow Road

north of Main Street and a major highway connection between Interstate 15 and State Highway 58.

The Atchison, Topeka and Santa Fe Railroad is in the process of completing a major, regional gravity classification yard in the City of Barstow. The function of the new yard will be significantly different from the existing, smaller flat yard near the central portion of the City, and to a large extent, will replace this existing facility. In all, approximately 112 miles of new track will be constructed and about 34 miles removed, leaving a net increase of about 78 miles of track. The principal effect of the track construction and removals will be to shift most railroad activities, except the locomotive repair shop and the operation of through trains, from the central Barstow area to the westerly outskirts of the City. Railroad operations at the proposed yard will increase the ambient noise levels currently experienced along West Main Street, west of "B" Hill, and more particularly, in the residential vicinities of Grand View and Mojave Manor.

Noise levels due to local aviation activities at the Barstow-Daggett Airport are expected to increase slightly due to projected increases in the volume of general propeller-type aircraft. The airport is anticipated to remain a small, general aviation operation in the foreseeable future, ruling out the possibility of large commercial or jet aircraft.

RECOMMENDED IMPLEMENTATION PROGRAMS

The reduction of noise levels related to transportation facilities may generally occur in one or all of three different ways: 1) through abatement measures aimed at the noise source (including the vehicle and/or pathway producing noise); 2) through abatement measures dealing with spaces or areas between the source of noise and the receiver; and 3) through abatement measures dealing with factors at the point of the receiver.

Treating the noise source is perhaps the most desirable and efficient approach; however, with certain noted exceptions, state and federal

agencies preempt direct action by local agencies to combat noise emitted by motor vehicles, trains or aircraft. Presently, these levels of government are actively involved in reducing the noise levels from such sources and their efforts will undoubtedly continue and become more effective.

A clearer responsibility of local agencies is the control of noise from stationary sources (those that are not controlled by state and federal agencies), and regulations governing the location of noise sources and receivers. The noise element, as designated by State law, concentrates on transportation-related facilities as the most predominant and widespread source of noise within urban communities. The City, however, should adopt more comprehensive noise measures if it so desires to regulate noise levels from other sources in the community. The first step in such direction would include the adoption of a community noise ordinance. This measure should be initiated as part of the implementation phase of the general plan program. The ordinance would serve to incorporate the various standards and criteria deemed appropriate by the City, and formalize the selection of such standards and criteria offered by way of the noise element.

Reduction Measures Applicable to Noise Sources. As indicated above, physical modifications to transportation-related noise sources are generally beyond the control of local jurisdictions. Hence, the various recommendations which follow deal only indirectly with vehicle noise emission regulations. The majority are concerned with adjustments to the "traffic stream" or pathway for traffic, the pathway between the source and the receiver, and modifications at the location of the receiver to reduce noise exposure.

Although the City has limited authority to directly affect individual traffic noise sources, a number of positive actions may be undertaken to promote action at the state and federal levels:

- *Seek State and County assistance for future noise studies including quieter transportation systems, community noise surveys, and monitoring.*
- *Adopt specific noise criteria for use in the purchase of all City-owned or authorized motor vehicles and equipment.*
- *The State of California has, at present, a sliding scale for new vehicle noise reduction down to the level of 70 dBA by the year 1987 (Government Code Section 27610). The City should keep itself apprised of any changes by the State Legislature and lend support to noise-related measures initiated by the State Environmental Quality Study Council.*
- *Similarly, the City should remain apprised of future actions of the office of Noise Control and Abatement within the U.S. Environmental Protection Agency concerning future noise emission regulations, and lend support or criticism as appropriate.*
- *The City may itself wish to establish more comprehensive enforcement procedures to effect compliance with such noise standards.*

Reduction Measures Applicable to the Pathway Producing Noise. The noise abatement proposals outlined below are oriented toward the reduction of cumulative noise emitted by the traffic stream through operational or roadside modifications as opposed to physical source modifications:

- *Reduce allowable speeds on major highways. Care need be exercised such that noisier vehicles (i.e., trucks, buses, etc.) do not become more evident as a result of lower mean speed levels.*
- *Reduce the number of traffic control devices (i.e., signals, stop signs, pedestrian crossings, etc.), on surface streets to maximize steady traffic flow conditions. Through maintenance of steady flow conditions, the mean speed level may increase slightly; however, the standard deviation of traffic noise (influenced by stop-and-go traffic) will decline.*
- *Reroute traffic—either by type (i.e., restrict usage by heavy trucks or impose curfews for noisier vehicle types) or physical relocation (i.e., place noisier vehicles on innermost traffic lanes to achieve increased path distances to receivers and effective barrier shielding by other vehicles).*

- *Alter highway designs to achieve improved noise reduction and incorporate such features in new highway construction. Utilize depressed highway configurations. (A 30-foot depression with 2:1 sidewall slopes will yield approximately a 10 to 12 dB reduction).*
- *When elevated highway designs are required, low or intermediate height roadside barriers should be incorporated in the design because, although the elevated configuration provides an effective shielding of close-in property (within approximately 200 feet), it acts as a level roadway at further distances.*

Reduction Measures Applicable to the Receiver. The following suggest several measures for reducing noise at the location of the receiver, i.e., through planning and the control of various types of uses, the site location and arrangement of buildings, and building modifications for improved sound insulation. Further recommendations and designs for building modifications are included in the detailed noise element.

- *Restrict residential and noise sensitive uses from existing and potential noise impact areas. Residential units, in particular, should be located away from areas shown as having a CNEL of 60 or greater without mitigating the noise level so that the outdoor environment does not exceed 60 CNEL. (Refer to Noise Standards and Criteria, below.)*

This may be accomplished by clustering the units outside of the affected area or by providing adequate noise buffering devices (i.e., exterior walls, berms, etc.). The noise impacted area should be used as a 'buffer zone' or incorporate such facilities as parking, recreation or similar uses connected with a residential project.

- *Locate usable activity areas or weak acoustical structural elements away from the noise source. Site designs and building arrangements should serve to minimize window exposure facing noise sources, or provide solid walls facing the noise source to minimize direct noise exposure through openings in a structure.*
- *Bedrooms or other habitable rooms where quiet is essential, should be located away from existing or potential noise sources. Patio or other passive outdoor activity areas may be located away from a noise source by utilizing structures as barriers.*

- *All site designs and construction techniques should be reviewed for conformity to the recommended standards for maximum acceptable noise. It is further recommended that all residential units be designed so that any exterior intruding noise does not exceed 45 dBA within the interior of the residence.*

Noise Standards and Criteria. When an existing land use is within a noise environment that exceeds the recommended levels for that particular use, mitigating measures should be implemented to resolve the conflict. In some cases, mitigating measures may not be possible because of economic or design limitations. The noise standards and mitigation measures must, therefore, be applied with some discretion by the City.

In the case of future land uses, the standards should govern both the design and location of compatible land use types. For general planning purposes, the noise contour maps submitted to the City serve to identify particular CNEL levels as appropriate for the potential location of future land uses. The 60 CNEL contour is of particular interest because it represents a composite noise level which may be considered generally acceptable for occupancy by those uses listed under Groups A, B and C.

Generalized Land Use Categories

Group A

Agriculture (except livestock)
Auto Parking
Construction Yards
Forestry
Industrial Manufacturing
Liquid & Solid Waste Facilities
Mining & Extraction
Motorcycle Parks
Natural Open Space
Raceways & Drag Strips
Railways & Terminals
Reclamation Projects
Rifle Ranges
Storage & Distribution
Transit Systems & Terminals
Undeveloped Land
Utilities
Wrecking & Salvage Yards

Group B

Athletic Clubs
Cemeteries
Country Clubs
Equestrian Stables
Fishery
General Merchandising
Golf Courses
Government Services
Horticulture
Hotels & Motels
Lodges, Community Associations
Livestock Farms
Professional Offices
Professional Research
Restaurants & Bars
Scientific Testing
Tennis Clubs
Water Recreation

Group C

Single-Family Residences
Multi-Family Residences
Mobile Home Parks
Dormitories
Neighborhood & Community Parks
Resort Hotels
Recreation Vehicle Parks
Out-Patient Clinics
Pre-Schools

Group D

Rural Family Residences
Schools & Libraries
Hospitals
Convalescent Homes
Auditoriums & Music Halls
Churches
Wildlife Sanctuaries

In all areas delineated on the noise contour maps which have a CNEL of 60 or greater, it is recommended that a detailed noise study and site plan review be required prior to development. This condition should be applied to all proposed uses listed under Group D, regardless of their location. Proposed developments within areas of 60 CNEL or greater, and all areas under consideration for uses listed in Group D, should take into account: 1) the existing noise environment (based on further detailed noise studies), 2) the recommended standards for maximum acceptable noise as defined in the detailed noise element, and 3) the existing and projected noise environments upon completion of the project. Future land uses should comply with the recommended noise standards for both indoor and outdoor environments through increased setbacks, the provision of noise buffering devices, or other mitigating measures as outlined previously.

SEISMIC & PUBLIC SAFETY ELEMENTS

PURPOSE AND SCOPE OF THE ELEMENTS

The historic losses in Southern California due to earthquakes have been small; in fact, much smaller than people in other areas of the world are willing to accept almost routinely from hurricanes, tornadoes and other natural disasters. It is generally agreed, however, that the potential for severe earthquake damage does exist, and that jurisdictional authorities should provide some security against that potential.

As a result of legislation recommended by the Joint Committee on Seismic Safety of the California Legislature and enacted in 1971, a seismic safety element is required as part of all city and county general plans. Specifically, Government Code Section 65302 (f) requires:

A seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, or to the effects of seismically-induced waves such as tsunamis and seiches.

The seismic safety element shall also include an appraisal of mud slides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards such as possible surface ruptures from faulting, ground shaking, ground failure and seismically-induced waves.

In 1973, the State legislature passed the Alquist-Priolo Geologic Hazards Zone Act. This act required the delineation of areas of potential damage, called "special studies zones," along known active faults throughout California. The Act requires local jurisdictions to withhold approval of construction permits in these zones until adequate geologic investigations can determine that a site is not threatened by surface displacement from future faulting. Normally these zones include an area at least 50 feet on either side of a fault trace.

In addition, legislation was adopted in 1972 requiring all local jurisdictions to prepare and adopt a safety element, the purpose of which is described as follows:

A safety element for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around structures, and geologic hazard mapping in areas of known geologic hazard.

The objective of both elements is to introduce safety considerations in the planning process in order to reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from fire, flood, geologic and other hazardous events.

Within these combined elements are contained various sections outlining existing and potential hazards presented by geologic and seismic phenomena, by flooding, sandblow, and wildland fires. Flooding and sandblow pose the most eminent threats to the City of Barstow.

SUMMARY OF FINDINGS

Seismic & Geologic Hazards. The entire Barstow area is potentially hazardous due to ground shaking from earthquakes. Life and property damage could occur, especially in areas where older buildings now exist. New construction, if developed according to the latest Uniform Building Code, should withstand projected quakes. Older structures, however, should be surveyed and modified as necessary to withstand severe ground shaking.

Areas in and near the Mojave River Basin, consisting of more recent alluvial soil formations could be subject to liquefaction during a strong earthquake. The likelihood of such phenomenon will increase in those areas containing relatively shallow groundwater deposits. With future plans to increase the available supplies of groundwater in the Mojave River Basin, it is recommended that habitable structures and other critical use facilities be withheld from these areas pending detailed site investigations.

Most of the alluvial soil areas, particularly near the Mojave River Basin, are subject to subsidence or differential settling due to potential groundwater withdrawal or strong earthquake shaking. Shaking for an increased length of time could cause compression of the underlying soils, thus allowing the surface level of soils to settle. This is generally not considered a serious problem if adequate soils tests are conducted prior to construction and buildings are designed to settle uniformly.

Seiches are oscillations of enclosed or partially enclosed bodies of water such as ponds, lakes and reservoirs, usually caused by earthquake shaking. In Barstow, this should present no severe problems, except for the sewage ponding areas along the Mojave River. With severe ground shaking, the sewage ponding areas could overflow causing some pollution of the groundwater basin.

Several earthquake faults are located within the Barstow area. While none are considered active at the present time, some movement along these fault traces could take place as a result of a more distant earthquake. For this reason, it is recommended that all habitable structures and emergency and critical use facilities (i.e., hospitals, schools, etc.) be withheld from developing directly across a fault trace. Habitable structures or facilities planned for development close to a fault trace should be constructed only upon detailed investigations and recommendations as to potential fault activity.

Flood Hazards. Although Barstow is located in an area of very sparse rainfall and the Mojave River usually lacks any surface water flows, flooding is still considered a serious threat to a large portion of the City. Future potential floods can cause significant damage, especially to residential property, because of non-existent or inadequate flood control facilities. Floodplain zoning could assist in providing adequate protection against future floods as well as assuring the City of eligibility for Federal Flood Insurance.

Several of the washes in the Barstow area also present a potential flood problem which should be corrected by taking appropriate remedial action. This should be done in cooperation with the San Bernardino County Flood Control District, with appropriate priorities placed on each area in order to effectuate a workable flood control program. Specific goals, policies and objectives are outlined in the detailed seismic and public safety elements.

Sandblow Hazards. A phenomenon typical of desert areas and occurring in the Mojave Desert region is that of windblown sand. Several conditions exist in Barstow which create a setting for its occurrence.

Barstow is located in an area having very low precipitation with sparse amounts of desert vegetation dotting an otherwise barren landscape. Prevailing breezes of 10 to 20 miles per hour emanate from the northwest, generally blowing in a direction parallel to the Mojave River. Winds up to 70 miles per hour occur in every month of the year. Due to the composition and nature of the soils in the Barstow area (generally unconsolidated alluvium and dune sand), sand-sized particles are picked up and transported by wind when it reaches a speed of approximately 13 miles per hour. To compound the situation, wind direction during wind storms fluctuates, thus increasing the movement of sand which was previously deposited by wind from a slightly different direction.

Damage caused by severe sandblow usually averages \$90,000 annually and is of two types: 1) direct economic losses resulting from erosion and deposition, and 2) social damage which affects such things as worker performance and the aesthetic quality of Barstow and its environs.

To offset potential sandblow hazards, a number of measures have been recommended by the Barstow-Mojave River Sandblow Study Committee. These are described in the section to follow.

Wildland Fire Hazards. Based on standards prepared by the California Division of Forestry, Barstow is not considered to be in an area subject to wildland fire hazards, primarily because of the lack of vegetative cover and relatively gentle terrain.

RECOMMENDED IMPLEMENTATION PROGRAMS

Seismic and Geologic Hazards. Each of the recommended land use options and various policies and objectives contained in the detailed seismic element provide direction for possible future development within given areas of the City. Major high risk areas should generally be designated for open space use. Major highways and utility systems should generally be aligned in such a manner as to avoid (where possible) certain high risk areas such as faults. Where any proposed major highway or utility system may, of necessity, enter or cross a hazardous natural feature, detailed geologic and seismic investigations should be required prior to development. The investigations should include specific recommendations as to general engineering and structural requirements, as well as possible detailed alternative alignments.

The following measures should be adopted and integrated into the City's management policies:

- *Major high risk areas such as the Mojave River Basin, are recommended for permanent open space use.*
- *Moderate risk areas are recommended for low intensity land uses and combinations of open space and recreational uses.*
- *Particular steep terrain in the few hillside areas of the City are recommended for permanent open space or should be subject to intensive engineering and geologic investigations prior to construction.*
- *The low risk areas should support the higher intensity uses.*
- *Emergency and critical-use facilities (hospitals, schools, etc.) should be restricted from all high risk areas.*

- *No emergency or critical-use facility should be located directly across a fault trace. Habitable structures planned for development close to a fault trace should be constructed only upon detailed investigation and recommendation as to potential fault activity.*

Flood Hazards. The goal of this section of the public safety element is to reduce loss of life and damage to property resulting from flooding. To this end, it is necessary to regulate existing and future development in the floodplain of the Mojave River. Further, according to the 1968 Housing and Urban Development Act, in order for a city to qualify for flood insurance, both local and state governments must adopt land use regulations which include zoning, subdivision, building, health and other ordinances which are intended to protect people and property from flood hazards.

The City, with direction from the San Bernardino County Flood Control District, The U. S. Army Corps of Engineers and/or other agencies able to provide assistance, should adopt the following measures for reducing flood hazards:

- *Continue to support an expand existing county, state and federal programs to reduce the hazards and effects of flooding, including national flood insurance.*
- *Minimize unjustifiable costs to governmental units and the general public caused by development in flood hazard areas.*
- *Adopt floodplain zoning based on present projections of the 100-year flood.*
- *Develop alternative uses for floodplain areas such as parks, greenbelts, golf courses, etc.*
- *Prevent the construction of all structures for human occupancy, as well as critical-use facilities, within the defined flood hazard area.*
- *Where development already exists, effectuate a program aimed at providing protection from floods or remove existing structures and relocate existing residents from the floodway for reasons of public health and safety.*

- *Prohibit the occupancy or encroachment of any structure, improvement or development that would obstruct the flow of water in a designated floodway or the floodplain.*
- *Prohibit the granting of construction permits in obvious areas of future flooding unless adequate flood protection measures are developed.*

Sandblow Hazards. The greatest damage and discomfort from sandblow is in the urban areas to homes and commercial-industrial development. In these areas, sandblow can best be controlled by a combination of windbreaks and ground cover. However, these measures should be carefully planned. Locally, this could be done by groups of owners with planning assistance through the Mojave Desert Resource Conservation District.

Land presently in agriculture is for the most part stabilized. It is doubtful that any considerable amount of idle or unused land can be converted to agriculture or other irrigated use because of limited water supply.

The sandblow problem has been intensified by clearing land for agriculture or development purposes and by abandoning agricultural land; both exposing the land to severe blow hazard. Existing natural vegetation has been damaged by off-road vehicle travel and by other forms of plant destruction. Control by zoning, ordinance, or other means will be needed as a part of any combination of alternative solutions that is used for sandblow control.

- *It is recommended that the City, in conjunction with County Planning Department and Flood Control District, undertake the necessary steps to reduce damage caused by sandblow in the Mojave River area.*
- *While the installation of physical structures and certain plant materials may partially solve the windblown sand problem, the most significant corrective measures will occur through man permitting the natural environment to balance itself. Toward this end, it is recommended that the County of San Bernardino, through its planning function, define and include the Barstow-Mojave River Sand Blow Study Area in a wind hazard element of its general plan.*

- *It is further recommended that within a designated wind hazard area, the City and the County adopt and enforce ordinances regulating such activities as off-road vehicle use, land use and earth movement, and encroachment on the natural habitat, within the Mojave River area.*
- *Since some procedures for special use permits may be necessary within such a restricted zone, it is recommended that such non-conforming or special use permits be considered by the City or County only after full concurrence by the Mojave Desert Resource Conservation District.*
- *It is also recommended that the San Bernardino County Flood Control District evaluate their activities with respect to river maintenance and alignment in the Study Area from the standpoint of both sandblow and flood control. For example, if the river is allowed to meander more naturally, this would tend to reduce, considerably, the length of exposed channel in direct alignment with the predominate winds. It is felt that this would have a major effect on the total sand movement and greatly induce stability to the whole ground cover regime.*
- *It is also recommended that consideration be given to the designation of the Study Area as a "Sand Blow Control District" which would be empowered to tax, apply sandblow control measures, and operate and control such measures.*

OPEN SPACE & CONSERVATION ELEMENTS

PURPOSE AND SCOPE OF THE ELEMENTS

Our ability to survive, we are beginning to learn, depends upon our ability to understand the forces of nature and use them to our positive benefit. In our everyday concerns for health and safety, economic growth and freedom, and personal enjoyment, we must learn to appreciate, respect, and use the natural environment in the most efficient way possible. In California, our legislators have recognized the need for such understanding and have adopted legislation which mandates that all cities and counties take certain actions with regard to the maintenance and utilization of our natural environment.

Amendments made in 1970 and 1971 to State Planning Law added the provisions for mandatory open space and conservation elements and open space zoning ordinances to city and county general plans. Specifically, all cities and counties in California are now required to adopt comprehensive general plans containing nine mandatory elements, including open space and conservation elements.

All actions by cities and counties must be consistent with the adopted local open space plan and specifically, *no building permit may be issued, no subdivision map approved, and no open space zoning ordinance adopted unless the proposed construction, subdivision or ordinance is consistent with the local open space plan.*

An action program requirement mandates that *every local open space plan shall contain an action program consisting of specific programs which the legislative body (cities and counties) intend to pursue in implementing its open space plan.* This program requirement is intended to ensure that lands designated for preservation and conservation will be an integral part of a viable implementation program geared to fulfilling the legislative objectives.

Heretofore, State policy had not been explicitly established for the preservation and conservation of open space land. The current open space element requirement is seen to satisfy this deficiency as set forth in the legislative declaration:

- *That the preservation of open space land is necessary not only for the maintenance of the economy of the State, but also for the assurance of the continued availability of land for the production of food and fiber, for the enjoyment of scenic beauty, for recreation and for the use of natural resources.*
- *That discouraging premature and unnecessary conversion of open space land to urban uses is a matter of public interest and will be of benefit to urban dwellers because it will discourage noncontiguous development patterns which unnecessarily increase the costs of community services to community residents.*
- *That the anticipated increase in the population of the State demands that cities, counties, and the State at the earliest possible date make definite plans for the preservation of valuable open space land and take positive action to carry out such plans by the adoption and strict administration of laws, ordinances, rules and regulations.*
- *That in order to assure that the interests of all its people are met in the orderly growth and development of the State and the preservation and conservation of its resources, it is necessary to provide for the development by the State, regional agencies, counties and cities, including charter cities, of State-wide coordinated plans for the conservation and preservation of open space lands.*
- *That for these reasons (such legislation) is necessary for the promotion of the general welfare and for the protection of the public interest in open space land.*

By such declaration, OPEN SPACE is viewed to have several purposes. Open space uses as defined by the State Legislature include:

- *Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for the ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.*

- *Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of groundwater basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.*
- *Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams; and areas which serve as links between major recreation and open-space reservation, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.*
- *Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, floodplains watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.*

An additional category that may be considered is the designation of areas necessary to control urban form and prevent inefficient patterns of development. Section 65561(b) of the Government Code speaks to the benefits of open space that *will discourage non-contiguous development patterns which unnecessarily increase the costs of community services to community residents.*

SUMMARY OF FINDINGS

As a desert community, the City of Barstow, like all desert plant and animal life, needs to take advantage of every natural resource available in the most efficient manner possible in order to grow and survive. The open space and conservation elements, therefore, attempt to discuss some of the natural systems at work and to recommend various policies and programs aimed at making Barstow a more unique and identifiable place by using its resources to the greatest benefit possible.

Air Resources. Although Barstow itself does not produce sufficient auto and industrial exhausts to degrade its air quality (below Federal and State standards) natural air currents are carrying more degraded air into the area from the coastal areas of Southern California. In addition, sand and dust create visually degraded air in the Barstow area causing eye irritation and other forms of material damage. (This latter aspect of air quality is discussed in the public safety element.)

The basic programs and controls for dealing with air pollution are established under existing State and Federal agencies, and the Air Pollution Control District. Local support activities that may be carried on by the City are outlined in the goals and policies section of the open space and conservation elements. The goals and policies call for expanded cooperation between the City and other agencies and for certain direct measures to be instituted on the part of the City. Local commercial and industrial developments would be subject to the APCD's permit and surveillance process. The City would act to ensure the continued enforcement of State air pollution control laws. The City would also initiate studies necessary to determine the total cumulative effect of potential future development and to establish an upper-limit goal for air quality within the community. Plans and building permits would be continuously weighed for conformance to such established air quality goals.

Water Resources. There is insufficient rainfall in the area to maintain and replenish adequate underground water supplies to serve an expanding population. The existing underground water resources are degraded in certain areas due to a variety of past practices in treating sewage and disposing of industrial wastes. The recycling of adequately-treated waste water, combined with the extraction and treatment of existing degraded water, is economically feasible and ecologically sensible. Whether or not water will have to be imported will depend upon the extent to which the existing supplies are conserved and recycled. The lack of available water will be a hindrance to future agricultural developments as the population continues to grow.

Similar to the problem of air pollution, water management and pollution control involves several governmental agencies. The goals and policies section of the element outlines several steps which the City might take in support of the efforts by the Mojave Water Agency and others to improve the quality and supply of water to the local area. One of the key steps or actions by the City would be the institution of various review and monitoring procedures aimed at the control of waste waters, particularly chemical wastes, from entering the ground water basin. The program should serve on a continual basis to measure the quality of water resources in the basin and to identify any sources of pollution from various projects and activities within the community.

Further, development plans should each be reviewed routinely by the San Bernardino County Health Department and/or the Regional Water Quality Control Board as to the extent and mitigation of possible impacts to surface and groundwater supplies. Certification as to compliance with specific water quality standards should be included as part of the Environmental Impact Report process. Additional efforts might also be aimed at the control of waste and discharges attendant to any development in the greater watershed area in the future. Efforts here again, should be coordinated with the County Health Department, the Lahontan Regional Water Quality Control Board, and the County Flood Control District.

Land Resources. Barstow has many natural features and man-made amenities which can be used to better advantage in enhancing its image, conserving its resources, and providing required recreational and cultural opportunities. The City should take advantage of as many natural features and existing resources as possible in order to become more efficient in meeting the needs of its residents and visitors. Many of these features have served to provide mixed blessings in the past.

The Mojave River and its tributary drainage courses carry intermittent heavy rainfall in the vicinity of Barstow to underground water storage areas. Because of this, however, several areas are subject to flash

flooding and structures and occupants placed in the way are subject to flood damage. Also, because of the nature of the loose, sandy soil in the riverbed, combined with high winds, sandblow creates monetary damage to surrounding uses and generally detracts from the quality of the environment. Agricultural uses adjacent to the river can take advantage of the alluvial soils and water sources, yet are also subject to damage from sandblow and face competing demands for limited water supplies by urban uses.

The relative scarcity of water also limits the amount of urban development which can occur. This provides some advantage in reducing the pressure on using various open space lands and encourages the wise use of existing resources.

Another natural constraint to development is the extreme weather conditions during certain months of the year. While limiting the desirability of the area from a developmental viewpoint, these qualities have also helped to keep land costs relatively low and have kept much of the land in and around Barstow in an open space status.

The Barstow Parks and Recreation District has developed long-range plans for meeting the recreational needs of local residents. There are additional opportunities, in cooperation with private landowners and the Bureau of Land Management which could benefit visitors and residents alike. From an economic viewpoint, recreational opportunities for Barstow could be expanded to include commercial-recreation, enhancing the City's image as well as its tax base. Resources such as the Harvey House, Buzzard Rock petroglyphs, and outlying areas such as Calico, could be utilized as basic recreational resources to be supplemented with additional visitor-oriented services and activities.

RECOMMENDED IMPLEMENTATION PROGRAMS

There are five major open space and conservation programs proposed as part of the open space and conservation elements, in addition to the Parks and Recreation program mentioned above. These are comprehensive programs which, when approached in an integrated and strategic way, should serve with other recommended land use programs to make Barstow a healthier, more attractive and viable community.

Program to Control the Dispersion of Development. Under this particular program, new development would be encouraged to proceed within already built-up areas or undeveloped areas contained within the central portions of the City. Expanded development outside the central core area of the City would be discouraged until such time as adequate public support facilities and services are provided. Additional improvements to existing facilities and services, including streets, water, sewers, storm drains, fire protection, etc., would be directed to areas within the central portion of the City on a priority basis. No further extension of public facilities and services would take place until the total needs in this area are met.

This program will require a conscious effort to establish the necessary control through both zoning and capital improvements programming. In terms of zoning, the City and County in a cooperative effort may choose to zone outlying areas for either very low density residential uses or a combination of low density residential and agricultural uses. Minimum development standards for either use, or the combination of such uses would have to be met prior to development.

Landscaping and Linkage Program. This program would serve two primary purposes: first, to provide a more pleasing and comfortable outdoor living environment and second, to enhance the overall image of the City. Landscaping, in the form of native trees, shrubs, rocks and other local natural materials can add a unifying element to the City. Major

thoroughfares such as Main Street, Barstow Road, and the freeways should provide specially-designed landscape treatments which serve to organize the circulation system, draw the entire City together as a cohesive unit, and also provide shaded pedestrian areas to encourage outdoor activity. The major thoroughfares should provide the more dominant landscape forms. Minor thoroughfares could be reduced in size and landscaped to provide more pleasing street scenes as well as more orderly linkages between local recreation and park facilities.

At the major entrances to Barstow, a bolder landscape treatment could serve to "announce" one's arrival to the City. These could not only help to define the edges of the City, but could also be used as rest stops, vista points, and information centers.

There are several opportunities for trail linkages throughout the community with outlying BLM lands and recreational opportunities. The major washes and river tributaries, earthquake fault traces, and the riverbed itself all present opportunities for developing native-landscaped pedestrian and equestrian trails, as these form more-or-less continuous natural pathways.

Water Conservation and Recycling Program. In dry periods, the groundwater table in Barstow has dropped significantly. As more people use more water per capita, Barstow may experience significant water shortages. Past practices have apparently allowed a significant portion of the groundwater to become polluted from the dumping of sewage and other wastes. While these practices have stopped, there is a significant body of groundwater which cannot be used in its present condition for consumption purposes. Past studies have, in part, recommended that it be extracted and treated for reuse.

At the same time, sewage is treated and deposited downstream, much of which is allowed to evaporate into the atmosphere. Very little of it can be reused for human consumption. Importing water from other sources will

be increasingly necessary as population increases. The cost of importing water can be expected to increase as material and labor costs increase and as more demand is placed on it. It would seem wise for Barstow to do all it could toward recycling its existing sources while seeking additional new sources.

The study conducted recently by the Mojave Water Agency relative to water quality problems developed several alternative treatment methods. One treatment method not investigated was to import sewage from upstream in the Victorville area to the west and treat it at Barstow. While this would require more adequate treatment, it would yield more water sources which could be used for some of the purposes outlined in the detailed elements. The cost of treatment would be borne by the contributors, as at present. It could be treated more efficiently, however, because fewer treatment plants would be required. This alternative should be investigated due to its potential for importing more water resources to the area.

In addition, conservation programs should be employed in order to conserve as much water for other desired purposes as beautification, recreation and sandblow control. Storage capabilities should be expanded along the Mojave River and its tributaries so that more water can be stored during flash floods. Property owners need also be informed about conservation practices, including the effect of landscaping, not only on water supplies, but also on other resources consumption.

Safety Program. There are two significant types of natural features within the City which have the probability of affecting health and safety. These are the Mojave River and its tributary drainage courses, and known seismic fault traces.

Due to the nature of rainfall in the area, the Mojave River and its tributary drainage courses are subject to flash-flooding of a severe nature. Weather forecasts are unable to predict the time of occurrence

or magnitude of heavy rainfalls. Structures built within the limits of flood-prone areas are subject to demolition due to the severe force of water and often contribute to the flooding problem by blocking its natural flow.

One area in particular in Barstow, containing existing residential uses, is subject to periodic flooding. This area, west of the historic Santa Fe Depot, is generally known as the Crooks-Pierce area. A program should be instituted to relocate these families from the recognized floodplain area. This is clearly a hazardous situation which should be abated for the safety of the residents.

Activity along fault traces is also relatively unpredictable. We cannot yet predict with accuracy the magnitude of forces building up within the earth's surface. Even though considered inactive, the various fault traces in the Barstow area represent planes of weakness in the earth's surface and are subject to differential movement at any time. It is not economical to construct buildings of sufficient strength to withstand differential movement and, therefore, it is hazardous to build on or near known fault traces.

It is recommended that all habitable structures and emergency and critical-use facilities (i.e., hospitals, schools, etc.) be withheld from developing directly across a fault trace. Habitable structures or facilities planned for development close to a fault trace should be constructed only upon detailed investigations and recommendations as to potential fault activity.

Zoning and/or acquisition can be used in both the above cases to achieve the desired objectives. In the first case, floodplain zoning can be applied to the Crooks-Pierce area with reasonable amortization provisions included. In the second case, earthquake zoning can be used to preclude development on a known fault trace or within a reasonable distance of one, especially if the property owner has other locations on the same site.

which could be substituted for development. In areas of known faulting, the building official can require adequate soils and geologic tests to determine a more precise location of fault traces as well as information on a site's seismicity. This should be done in any moderate or high risk area.

Recreation-Education Program. In addition to the Parks and Recreation Program proposed by the Barstow Parks and Recreation District, several other recreational and educational opportunities exist which should be explored. These relate to the historical and archaeological resources in the City.

The Harvey House, or Santa Fe Train Depot, is a valuable historic and cultural resource. It could become the center of a visitor-oriented commercial-recreation complex. With more people attracted to the building, it would become more feasible to rehabilitate, either privately or publicly. It could also become the anchor and focus for several alternative commercial-recreation facilities ranging from a railroad museum to a very intense commercial trade facility. It might also provide the opportunity for an inn-type resort, including shops, golf course and lake, and a connecting train ride to nearby Calico Ghost Town.

The nearby petroglyphs on Buzzard Rock should also be preserved as a local antiquity and become an integral part of any planned commercial-recreation complex in this area. Coupled with the desire for a more appropriate image and the need to develop a stronger central activity center, the Santa Fe Depot and surrounding land provides a desirable opportunity toward this end.

"B" Hill offers another unique opportunity for Barstow. The hilltop is a unique vista point from which to observe the entire City and its surroundings from a relatively central location. While the entire hill need not be preserved, the ridgetop offers special opportunities. The hill itself could be accentuated as a landmark even if it were developed for fairly high density development, providing magnificent views of the City for the

occupants. It is centrally located and, if well-designed, could command high prices. The hilltop could be preserved, even with the microwave station continuing to exist, for public purpose either through zoning requirements or by direct public acquisition.

Proposed Priorities. Of the five programs described above, all contain features of relative high priority. From an open space and conservation viewpoint, however, the three most important programs are:

- Safety Program

1. Eliminate existing structures from the flood hazard areas.
2. Prevent the construction of new structures in the flood hazard area and along seismic fault traces.

- Water Conservation and Recycling Program

1. Investigate the potential for importing and treating wastewater from the Victorville area.
2. Evaluate the potential for additional treatment and recycling both local wastewater and existing degraded groundwaters, to be used at least for agricultural purposes, control of sandblow, recreational opportunities, and landscape irrigation.

- Program to Control the Dispersion of Development

1. Limit utility and service extensions to encourage the concentration of development within the central City.
2. Zone outlying areas to prevent intensive development; preserve for agricultural and/or grazing purposes.
3. Encourage expansion of BLM lands to help control outward development expansion.

These priorities are critical to the wise management of lands and resources in Barstow and should be accomplished before other open space programs are instituted.

LAND USE ELEMENT

PURPOSE AND SCOPE OF THE ELEMENT

Government Code Section 65302(a) requires a Land Use Element of City and County General Plans, as follows:

A Land Use Element which designates the proposed general distribution and general location and extent of the uses of the land for housing; business; industry; open space including agricultural, natural resources, recreation and enjoyment of scenic beauty; education; public buildings and grounds; solid and liquid waste; disposal facilities and other categories of public and private uses of the land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and territory covered by the plan. The Land Use Element shall also identify areas covered by the Plan which are subject to flooding and shall be reviewed annually with respect to such areas.

The Land Use Element seeks to combine, revise and update various proposals of previous land use plans utilizing more recent and in-depth studies and techniques. The objective of this effort is to establish a new basis and framework by which more adequate and detailed planning can take place in accordance with the goals and policies recently adopted by the City. It seeks to provide the decision maker with a working document to be used as a guide in making day-to-day land use decisions. It also seeks to provide a clear understanding and direction to the ways in both public and private decisions can best be made and carried out on a daily basis. in light of long-range concerns.

The outline on the following page indicates the major steps leading to the development of the Land Use Element. As a process, the step-by-step procedure did not involve a discrete series of steps, rather a continuous feedback and review procedure among each step as additional information, issues and objectives were identified. The same basic procedure should be followed in reviewing the Land Use Element and any prospective changes in the future. Possible modifications by way of new information or circumstances

should be developed through this same process in order to make direct comparisons.

Continued review of the various findings and recommendations at each major step of the City's staff served to refine the various land use alternatives to a final selection of a single proposed land use plan. It is this plan that is presented as the proposed Land Use Element. The final steps will involve additional review by the City staff of the proposed Land Use Element and subsequent public hearings by the Planning Commission and City Council prior to the adoption of the final plan. This hearing process will provide an opportunity for additional citizen input.

In this light, it has been noted that the Land Use Element represents a long-range guide to the development of land within the City according to existing public policy. As such, it represents a desirable pattern and direction for the ultimate future development of the City of Barstow as determined at this point in time. As new information becomes available, or circumstances change, the Land Use Element may need to be amended. Thus, the Land Use Element is not a final picture of the City; it is an expression of what is desired for the future based on today's knowledge and circumstances, and as such, is part of a continuous planning process requiring continued research, policy review and revisions. Such revisions to the element must be made only after thorough study indicates the desirability of a revision and where such revisions have been developed within the procedural framework established for the element.

SUMMARY OF FINDINGS

The land use element represents the initial end product of a long and detailed study process. It has been derived by way of comparison and selection among several possible alternatives, and represents the most *desirable* alternative consistent with the various environmental, social, physical and economic goals and policies on the community. It is an expression on the desired pattern and direction of future land use within the City as determined at this point in time.

The land use element embraces the vast majority of goals and policies set forth under the Citizen's Policy Plan. Several of the important concepts represented by the land use plan include the following:

1. The concentration of more intensive land uses in already developed areas and less intensive land uses in the peripheral areas to reduce costly public services.
2. An overall reduction in population from that which was projected by the original General Plan and that which might be anticipated from existing development
3. The distribution and maintenance of the majority of new housing as either very low or low density.
4. The preservation of major amounts of open space as necessary for the protection and conservation of various natural resources, for outdoor recreation, the enjoyment of scenic beauty and areas of historic/cultural value, and for the protection of public health and safety. Open space areas constitute approximately 39 percent of the total area within the Barstow planning area.
5. The designation of potentially hazardous areas (i.e., earthquake faults, major landslide areas, areas subject to seismic hazards or to flooding, etc.) for permanent open space use.
6. The designation of various natural resource areas (i.e., significant watershed, groundwater recharge areas, historical and archaeological sites, etc.) as permanent open space.

7. The designation of a range of residential densities to facilitate various housing types and afford both existing and future citizens and employees of Barstow the opportunity to reside within the Barstow Planning Area.
8. The concentration of major commercial developments within the existing central business district and the two major freeway intersections, thus strengthening the economic and visual amenities of the City, and guiding the opportunity for efficient service to the community by way of future mass transit facilities.
9. The control of strip commercial development or retail establishments along arterial streets. It is recognized that such areas may not be desirable for residential use; however, specific design controls such as major landscaped setbacks, parking restrictions, sign controls, and limited vehicular access, can be instituted more readily and in such a manner as to enhance the desirability of such areas for residential purposes.
10. The designation and location of new industrial or light manufacturing uses, and related commercial uses.

In addition to the citizen's policies, several meetings were held with the City Staff as well as a review by the consultant of past City policies. The purpose was to determine whether other policy guidelines should be incorporated into the land use element. As a result, the following were used as a basis for determining appropriate land uses within the Barstow Planning Area.

Land Use Policy Assumptions

1. All Bureau of Land Management (B.L.M.) lands will remain as open space or limited recreation use except those immediately north of Interstate 15 and south of the Mojave River and within Sections 10 and 12.
2. Lands northerly of the Mojave River and under private ownership will be limited to present uses until such time as adequate public services and facilities can be provided.
3. Military lands are to be limited to open space or uses supportive to their operations.
4. Existing land uses subject to flooding or intensive noise distribution should be phased out and relocated elsewhere.

5. The Bureau of Land Management should be encouraged to consolidate open space lands through land trades to better organize open space areas.
6. No new residential development shall be permitted unless adequate public facilities and services will be provided.
7. Higher density residential areas shall be concentrated between the two major freeway interchanges (I-15 and SH-58) and north of I-15 and south of the Mojave River.
8. Compatible mobile home parks shall be permitted in single-family residential areas south of I-15 and I-40.
9. New commercial development shall be limited to designated general commercial core areas.
10. The interchanges of I-15 and Main Street and State Highway 58 and Main Street interchange shall be limited to tourist-commercial.
11. No additional commercial development shall be permitted south of I-15 and I-40.
12. The rail classification yard shall be as proposed.
13. Industrial areas shall be preserved at locations where economic or industrial analysis have shown industrial development to be feasible.

PROPOSED LAND USE PLAN

The land use plan contained in the following report designates the proposed distribution, general location, density and intensity of uses for the ultimate, future development of the City. Based on an evaluation of the suitability and development potential of lands within the City, and the application of adopted goals and policies of the community, the various uses designated by the plan have been designed to accommodate a maximum, future population of 45,000 people.

Residential Land Uses

Five categories of residential uses have been designated by the proposed land use plan. The categories specify the maximum overall density to be permitted in various "developable" areas of the City. The density figures related to each category specify the maximum overall density on a "gross" area basis, i.e., the maximum allowable units for each developable area of land, including streets utilized in conjunction with residential uses. In interpreting the plan, the total number of units allowed in any one area would equal the designated maximum for a particular category as applied to a given area of land.

The total number of units within the developable areas may be provided by any number of any type of unit (i.e., single-family, multi-family, condominiums, cluster developments, etc., or any combination), provided that the total number of any and all units do not exceed the maximum for a given category. It is not the intent of the plan to limit various dwelling unit types to a particular density category. The residential densities depicted by the land use map represent theoretical maxims to which a series of lesser densities or a combination of higher densities may be applied, provided these do not exceed the overall density applied to any one area designated for development.

The five categories of residential uses designated by the proposed land use plan and the maximum gross density related to each, include: very low density (.20 units/acre); low density (2.0 units/acre); medium density (3.5 units/acre); medium high density (5.0 units/acre); and high density (18.0 units/acre). The overall distribution of residential uses proposed by the land use plan is summarized in the following table.¹

The overall average housing density, based on the total residential acres (17,802) and the total number of proposed dwelling units (14,910 units) is .84 units per acre. The overall density of the "urban" area would be 4.25 units per acre, excluding that area designated for very low density (1 unit per 5 acres).

¹Figures include existing as well as new residential areas and units proposed by the land use plan.

Table 1
Distribution of Residential Uses
Proposed Land Use Plan

<u>Category</u>	<u>Number of Acres</u>	<u>Number of Units</u>	<u>Percent of Total Units</u>	<u>Dwelling Unit Type</u>
Very Low Density	15,000	3,000	20.12	Detached single-family estates, and equestrian estates
Low Density	300	426	2.85	Large lot, detached single-family estates
Medium Density	1,138	3,694	24.79	Medium lot, detached single-family units
Medium High Density	1,133	4,931	33.07	Conventional single-family units
High Density	231	2,859	19.18	Multi-family townhouses, condominiums and rental units
Totals:	17,802	14,910	100.0	

The lowest density residential category (maximum .20 units per acre) are located outside the "urban core" area of the City. The specific intent of the lower residential density areas surrounding the existing areas of urban development is to prevent urban sprawl, minimize the costs of urban services, and maintain an economically viable community. Even with this lower density category, the land use plan would probably generate enough housing for a population in excess of 45,000 persons. Higher density residential uses in these areas would be permitted if: a) a general plan amendment is applied for; b) a specific plan prepared for the site including justification for the proposed change; and c) the developer is willing to provide adequate public services and facilities to the site without creating a "drain" on existing services and facilities. The section on implementation suggests a method of evaluating projects within these areas.

The remaining residential categories are distributed in the existing urban areas with the exception of the Lenwood area which is shown as a low density residential area principally because of the existing residential development in the area.

Commercial Land Uses

Commercial uses are designated as two categories on the proposed land use plan. It is intended that major future commercial uses (i.e., general retail, professional and financial offices, etc.) be concentrated in and near the downtown area. The various outlying commercial uses designated by this plan are intended to provide highway and tourist-related activities at the three major freeway intersections as well as a consolidation of commercial uses along Main Street. With one exception, no new commercial land uses are proposed southerly of I-15 freeway. (Some additional commercial lands are proposed adjacent to the auto agency for either future expansion or a second agency.) Existing land devoted to commercial uses is 254 acres. The proposed land use plan shows 315 acres of commercial land uses and 50 acres of professional office use. The total acreage (365 acres) is a reduction from the current acreage designated for the same uses (acreage currently zoned for office and commercial acreage exceeds 645 acres).

Based on various economic studies developed for the City and the existing and proposed residential development by way of the proposed land use plan, it is estimated that more than sufficient commercial acreage would be available to accommodate the population of the Barstow Planning Area.

The concentration of major commercial uses in the downtown area should also serve to strengthen the effective life and economic viability of those uses which now exist as well as retain the visual character and image of the "downtown" area as a community/commercial center.

The proposal to maintain existing and future commercial uses within various existing commercial centers (both within the downtown area and outlying "commercial cores") further serves to support adopted community policies which recommend the consolidation of existing commercial zoning and the elimination of "strip" or linear commercial development. Existing neighborhood centers are retained, particularly south of I-15 freeway. Uses within these centers would typically include small markets, various other small retail stores and personal service facilities.

In addition to the downtown commercial area and local neighborhood centers, other existing tourist-related commercial uses have been indicated at the major freeway intersections.

Finally, a small commercial core is shown in the Lenwood area which is reflective of the existing commercial uses in that area.

Industrial Land Uses

Industrial uses are indicated as a single category on the proposed land use plan. Excluding the railroad yard, the plan shows approximately 252 acres of land for industrial purposes (current existing industrial uses total 112 acres). Current M-1 and M-2 zoning includes 3,025 acres of which the railroad yard is a little over 1,100 acres. Not included in the industrial acreage but designated as an industrial "special" study area is an area near the Lenwood Road interchange. The latter is recommended for further study as a "transportation-trucking" center.

Major industrial centers are proposed at the I-58 interchange, land between the commercial areas along Main Street and the railroad yard (east and west of the central business district area) and adjacent to the inter-sections of I-15 and I-40 freeways. Some of these areas currently have mixed uses and should be considered as potential redevelopment project areas. Monies from the redevelopment agency could be used as incentives to attract new industry to Barstow in locations near the urban area at a competitive land price, with readily available utilities, public improvements, good freeway access and easy access to transportation (i.e., railroad and trucking). Industrial users with heavy water needs should be discouraged, however, because of the City's limited water supply.

Open Space

The land use map indicates four major categories of open space. These include:

- (1) Hazardous areas set aside as permanent open space (this includes the Mojave River Basin and other flood control facilities);
- (2) Recreation land (land set aside by the Barstow Parks and Recreation District);
- (3) Military lands; and
- (4) Bureau of Land Management lands.

Land set aside for open space and classified as hazardous areas include land subject to flooding. Detailed descriptions of the existing and proposed parks and recreation facilities are included in the parks and recreation element prepared for the Barstow Parks and Recreation District. Military lands shown for open space are those that are currently under ownership by the Federal government. While the principal designation of these areas is for open space, it is proposed that in some instances, uses other than open space would be permitted as long as they are complimentary with

existing military facilities and activities. Periodic meetings with representatives of the military base should be held to ascertain future plans for these areas.

The vast majority of the lands surrounding the City of Barstow is under the jurisdiction of the Bureau of Land Management (B.L.M.). These lands have all been classified as permanent open space by the Barstow land use element. If this plan is eventually adopted by the City, specific steps should be taken in achieving permanent open space status for the B.L.M. lands. These include:

- (1) An adopted policy by the City of Barstow which is forwarded to B.L.M. that specifies the intent of the City to work closely with B.L.M. to achieve permanent open space status for lands under their jurisdiction and lying outside the urban core of Barstow.
- (2) The City of Barstow, in coordination with the B.L.M. should work toward the possibility of trading certain lands that are now almost completely surrounded by B.L.M. lands and are more feasible as permanent open space.
- (3) Development of a series of joint policies regarding the types of uses that could occur in lands designated for open space. This would involve a series of meetings with the City officials and representatives of the Bureau of Land Management.
- (4) Development of a consistent review policy between the City and the B.L.M. for any land use proposal on B.L.M. land. This includes such uses as mining operations as well as temporary uses such as off-road vehicular areas.
- (5) Joint policies should be developed between the City and B.L.M. to ascertain how B.L.M. lands within the urban core area could best be utilized.

Special Study Area. Three areas within the Barstow Planning Area are designated for special study considerations. These are, an industrial study area near the Lenwood interchange and an area southerly of I-40, easterly of the Main Street interchange. Considerations in the first area include determining how much land should be set aside for industrial purposes, the development of a specific plan of that area, and finally, a detailed analysis of the types of public services and facilities necessary to service this area. It is also recommended that as a part of this study, the proposed highway-commercial area immediately adjacent to the Lenwood Road interchange with I-15 also be included.

The special study southerly of I-40 is so designated because of the current mixture of land uses in this area, several of which have been abandoned. The study should include the potential reuse of lands in this area including possible consideration of designating the area as a redevelopment project.

The future impact of the extension of Rimrock Road to the military base on this area should also be examined. Until a specific plan is adopted for this area, a medium density residential classification should be given to these properties (3.5 units per acre).

The final area is currently in unincorporated area north of the Mojave River and includes that area with a mixture of residential and non-residential land uses. (This study, since it is under County jurisdiction, should be coordinated with the County Planning Department.) Considerations of this study should include a specific land use plan that analyzes the mixture of land uses and those which are subject to eventual removal. The future alignment of Barstow Road is also a consideration including whether it is needed.

Public/Institutional Land Use

The proposed land use plan indicates continuation of the governmental center at its existing location. It is proposed that an area of supportive office facilities be located directly north of the governmental center. The land use plan also reflects the location of the existing hospital facilities with a reduction in the land area required for future hospital expansion. It is anticipated that the land use requirements for the hospital would not be as extensive as the current land holdings. Therefore, the remaining vacant portion of the land designated for hospital purposes has been proposed for single-family residential uses.

Other areas designated as public institutional uses by the proposed plan include parks, existing and proposed schools, churches and fire stations.

Table 2
Barstow Planning Area
Land Use Plan

<u>Land Use Type</u>	<u>Existing</u>		<u>Proposed</u> ⁴	
	<u>Units</u>	<u>Acres</u>	<u>Units</u>	<u>Acres</u>
Residential				
Very Low Density (.2 DU/AC)	0	0	3,000	15,000
Low Density (2.0 DU/AC)	0	0	426	300
Medium Density (3.5 DU/AC)	508	205	3,694	1,138
Medium High Density (5.0 DU/AC)	3,221	801	4,931	1,133
High Density (18.0 DU/AC)	2,193	194	2,859	231
Commercial	- -	254	- -	315
Industrial ²	- -	1,303	- -	1,443
Office	- -	0	- -	50
Public/Institutional	- -	441	- -	500
Open Space	- -	9,755	- -	12,890
Totals:	5,922	12,953 ³	14,910	33,000

¹Existing land use figures include only area in Barstow City limits.
In addition, the following represents areas outside City limits:

Very Low Density: None existing

Low Density: 326 units on 250 acres

Medium Density: 298 units on 125 acres

Medium High Density: 434 units on 115 acres

High Density: None existing

Existing in Planning Area: 6,980 units on 1,690 acres

Proposed figures include entire Barstow Planning Area.

²Existing and Proposed figures include 1,191 acres of railroad rights-of-way and railroad yard area.

³Figure does not include 361 acres of highway rights-of-way.

⁴Includes Barstow Planning Area

DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS

Additional, new residential uses by way of the proposed land use plan, will add an estimated 24,807 people to the Barstow Planning Area's ultimate, future population. The following table indicates the estimated population levels added by each density category.

Coupled with the present and potential population by way of existing and approved residential uses, the Barstow Planning Area's ultimate, future population is estimated to be 45,000 people. The ultimate population is based on the existing and proposed residential land uses. No time element is placed on when the Barstow Planning Area would reach ultimate development.

Table 3
Estimated Population Increase
Proposed Land Use Plan¹

<u>Designated Units/Acre</u>	<u>No. of Acres</u>	<u>No. of Units</u>	<u>Persons Per Unit</u>	<u>Estimated Population</u>
.2	15,000	3,000	3.5	10,500
2.0	50	100	3.5	350
3.5	808	2,888	3.0	8,664
5.0	217	1,276	3.0	3,828
18.0	<u>37</u>	<u>666</u>	2.2	<u>1,465</u>
Totals:	16,112	7,930		24,807

¹Figures related to additional, new residential areas and units proposed by the land use plan.

RECOMMENDED IMPLEMENTATION PROGRAMS

Residential Development Permit System. The City of Barstow is in the process of adopting a General Plan establishing its long-range development policies. In developing this plan, the City recognized its dual obligation to plan a well-balanced community, and at the same time, to respond to social, economic and population pressures generated within the Barstow Planning Area.

Unlike most communities in Southern California, the City of Barstow is blessed with an abundance of open space. This blessing, however, brings with it certain problems, one of which is development of the urban areas in a haphazard manner, thereby increasing the cost of public services to serve these developments. It is therefore recommended that new development, principally residential in nature, should be limited to the more urban areas of the existing City of Barstow. Accordingly, it is recommended that a Residential Development Permit System be established within the City. In essence, the system would evaluate any new proposed development within the context of availability of public services and facilities. The essence of the program is that any new residential development in the community must meet certain criteria in assuming adequate public services and facilities. Examples of this type of system are available in the Planning Department.

Development of Specific Plans. Various studies and proposals by way of the General Plan indicate immediate need for more detailed plans pertaining to particular areas of the community. These areas include

- (1) The redevelopment areas (i.e., the downtown area and Section 7)
- (2) Main Street, east and west of the downtown area
- (3) An industrial area near the Lenwood interchange
- (4) A highway commercial area at the Lenwood, I-40 interchange
- (5) The area north of the Mojave River surrounding the intersection of the I-58 Highway and Irwin Road.

The specific plans for each area would detail further the general location, extent and design of the various uses as proposed by the land use element and other elements of the general plan. Such features as building site locations, open space and landscaping, circulation (pedestrian, bicycle, vehicular, public transit, etc.), off-street parking, building design, etc., may be detailed by each specific plan.

Zoning Ordinance Amendments. The adoption of the general plan will be followed by a comprehensive review of the City's zoning regulations. Whereas the general plan sets forth the major development objectives and policies, and outlines how and where growth should occur, the zoning regulations are the primary means for translating the plan into reality.

The majority of the City's current zoning regulations date back to 1973 when the ordinance was adopted. Several major amendments and additions have been made since that time. With the new elements of the general plan as well as a need for several major amendments to the existing ordinance, it is important that the zoning ordinance be updated to reflect the latest thinking about the existing and future land uses of the community.

New Zoning Ordinances. In addition to the review and upgrade of existing ordinances, several new ordinances are recommended. These generally include:

- Environmental Resources Management Ordinance
- Floodplain District Ordinance (possibly incorporated as a part of the resources management ordinance)
- Scenic Highways Ordinance
- Historical Preservation Ordinance
- Residential Permit Ordinance
- Property Maintenance Ordinance
- Community Noise Ordinance

Capital Improvements Program. Major future efforts should also be directed toward the development of a phasing program for public capital expenditures, taking into account the projected growth rates as indicated by the various economic studies and redevelopment plans and programs. The program would generally serve to schedule all major proposed projects over a multi-year period on the basis of need and ability to pay.

Review and Update Procedures. The land use element of the general plan represents a long-range guide to the development of land within the City according to existing public policy. As such, it represents the desired pattern and direction of future land use as determined at this point in time. New information, new circumstances, and new opinions will likely demand change. If the element is not to become obsolete, it should be reviewed and updated regularly.

HOUSING ELEMENT

PURPOSE AND SCOPE OF THE ELEMENT

STATE LAWS AND REGULATIONS

State legislation, in the form of AB1952 (signed into law in 1967) mandated that each city and county in California prepare a housing element as part of their general plan. Further, Sections 3 and 6 of that bill required that local housing elements be adopted by July 1, 1969.

Government Code Section 65302(c) requires a housing element of all city and county general plans as follows:

"A housing element, to be developed pursuant to regulations established under Section 41134 of the Health and Safety Code, consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing. This element of the plan shall make adequate provision for the housing needs of all economic segments of the community."

On April 12, 1976, the Department of Housing and Community Development adopted housing element regulations pursuant to the authority vested in Section 41134 of the Health and Safety Code and to implement, interpret, or make specific Section 65302(c) of the Government Code. These regulations, as the previous guidelines did, suggest that local communities, through their respective housing elements, address the following three areas of concern:

- Standards and plans for the provision of adequate housing sites
- Standards and plans for the improvement of housing
- Adequate provision for the housing needs of all economic segments

PURPOSE AND FUNCTION OF A HOUSING ELEMENT

The primary function of the Barstow Housing Element, once it is officially adopted, is to serve as a basis for the day-to-day decisions and activities

of the City. For example, it can be used as a framework for the evaluation of specific projects as they are submitted to the City. The Housing Element also is a means of conveying City policies to the private sector. Moreover, the Housing Element can be used as a guide for action by the City in terms of initiating programs and committing funds to specific activities.

INVENTORY AND EVALUATION OF HOUSING CONDITIONS/OBSTACLES

HOUSING TYPE

Between 1970-1975, the increases in single- and multiple-family units has been relatively slight, with the percentage of distribution remaining nearly constant; however, the supply of mobile homes grew by almost 60 percent in the five-year period.

VACANCY

According to the 1970 Census, the vacancy rate was 8.4 percent for all units in Barstow. The highest vacancy rate occurred in the multiple-family category (19.7 percent), with that for single-family units being 5.7 percent. No vacancies were reported in mobile home structures.

AGE OF HOUSING

The age of housing in the City reflects a low residential growth rate experienced over the past five years. As previously indicated, only 332 housing units have been built since 1970. Further, according to less than 45 percent of the total housing stock in Barstow has been constructed since 1960, with the remaining total being older than 16 years.

CITY-WIDE HOUSING QUALITY

Table 1 indicates the physical problems associated with the existing housing supply. These problems affect nearly 20 percent of all dwellings in the City.

Table 4

Physical Problems Related
To Existing Housing Supply

<u>Indicated Physical Problem</u>	<u>Number</u>	<u>Percent Of Total</u>
Deteriorating	191	3.2
Lacking Hot Water or Other Plumbing Facilities	<u>132</u>	<u>2.2</u>
Subtotal	323	5.4
Balance Of Housing 35 Years Old or More	363	6.1
Housing 25-34 Years Old	<u>470</u>	<u>7.9</u>
Total:	1,156	19.4

SOURCE: ERA, Housing Analysis, p. IV-52
Haworth/Anderson/Lafer

HOUSING AND NEIGHBORHOOD QUALITY CONDITIONS OF SPECIFIC AREAS

Section 7: Inadequate private and public facilities (streets, sewers, drains, street lighting and water are absent or substandard).

Santa Fe Drive: Inappropriately located for residential land use. (Surrounded by commercial and industrial districts with backs of lots abutting railroad tracks.) Inconveniently located for access to new and planned shopping facilities on East Main Street.

Crooks-Pierce: Majority of residential parcels are of substandard width. Many dwelling units in poor condition. Area has high visibility and noise contact with railroad activities. Mojave River floodplain lies

immediately north presenting flood hazard potential. (Inadequate flood protective works.) Storm drain facilities inadequate.

Riverside Drive: No sidewalks, curbs and gutters, or drainage facilities. Physically separated from remainder of City by Santa Fe Railroad right-of-way which forms neighborhood's southern border.

INCOME

The income levels in the City have increased since the 1960 Census. For example, in 1960, the median family income was \$6,612; by 1970, this figure had increased by nearly 60 percent, to \$10,540 per annum.

In 1970, 33 percent of all households were earning less than \$5,000 per year. This figure compares to only about 22 percent for 1975.

SCAG NEEDS ASSESSMENT

The SCAG need estimates indicate that the City of Barstow has a surplus of housing in certain price/rent categories. However, the data could be indicative of a high need for housing in the moderate price/rent categories from at least four sources:

- Lower-income households who must compete for the least costly moderate-priced housing, although they may have to pay excessive proportions of their income on housing payments.
- Moderate-income households who choose to allocate a moderate proportion of their income on housing.
- Higher-income households who choose to allocate less than they can afford to housing.
- Moderate-income/higher-income households who remain living in moderate-priced housing because of some dissatisfaction with higher-priced housing that is now available in the City of Barstow.

Another means of assessing housing needs is to evaluate the market volume that exists for sale and rental housing in the Barstow area. The market volume is based on the annual turnover in the existing stock plus absorption of new sale and rental dwellings. According to statistics developed by Economic Research Associates, the estimated sales volume is 420 dwellings while the rental volume is 650 units. For both sales and rentals the volume is concentrated in the lower price and rental rates. However, about 29 percent of the sales volume is in the \$20,000 to \$29,999 range and 30 percent of rental volume is in the \$150 to \$249 range.

It should be noted that this volume does not indicate a demand for new housing. New home sales and the rental of new apartments have not had a major share of Barstow's overall housing market volumes in recent years.

HOUSING PLAN

The housing plan is a statement on what should be achieved in the City of Barstow insofar as housing is concerned. It is a statement on what Barstow would like to achieve in the areas of future and current housing development as well as the provision of housing to meet the needs of all economic segments. The housing plan is concerned with long-range accomplishment. It thereby provides a framework for actions and decisions to be assumed and made in the years ahead. The housing program, described in the next section, deals with the specific planning and implementation activities which should be achieved in a short-range period in order to begin to achieve what the plan suggests. The essence of the housing plan is the setting of objectives.

PLAN FOR HOUSING GROWTH AND PRODUCTION

This part of the housing plan deals with the number, type, and location of housing growth and production. It relates to the housing element requirement for the "provision of adequate sites for housing." The plan for housing growth and production seeks to attain the following planning objectives:

- Total size of housing stock should be about 14,910 dwellings
- New additions to the supply should reach about 7,930 new housing units
- Housing production should reflect the housing types and density mix as incorporated in the Land Use Element
- Prevention of new housing developments in areas having environmental hazards or adversely affecting recreational and/or open space resources.

PLAN FOR HOUSING AND NEIGHBORHOOD IMPROVEMENTS

Section 65302(c) of the Government Code indicates that a housing element must include, "...standards and plans for the improvement of housing."

The plan for improving the quality of the existing housing supply and neighborhoods consists of two sections. The first section deals with the City-wide housing improvement needs. The second section is concerned with the improvement of selected neighborhoods in the Barstow area.

OBJECTIVES FOR CITY-WIDE HOUSING IMPROVEMENT NEEDS

- Reduction in the number of substandard units
- Increase in the number of units which are rehabilitated
- Reduction in the number of areas with public works deficiencies such as roadways and sewers.
- Elimination, as soon as possible, of dwellings which are clearly uninhabitable and replace these, where appropriate, with housing that is decent, safe, and sanitary.
- Rehousing of the maximum feasible number of households on the same lot and in dwellings at affordable costs during the elimination and replacement process in those areas in which residential land use will be retained.
- Increase in the quality of substandard structures through rehabilitation efforts ranging from minor repairs to complete modernization.

- Increase the number of dwellings within the older housing stock which are properly maintained.
- Development of ordinances that will encourage the proper maintenance and preservation of the City's housing stock.
- Development of an effective housing code enforcement program to correct housing quality deficiencies.

EXISTING NEIGHBORHOODS

Section 7

- Consistent with the recommendation contained in the Land Use Element, a specific plan should be developed for the Section 7 area.
- A Section 7 specific plan should encompass a detailed program for the elimination of the existing substandard units in the area.
- Within the context of preparing the recommended capital improvements program, the Section 7 area should receive priority in terms of upgrading inadequate public facilities.
- Accomplishment of housing improvements in the form of minor improvements to an estimated 40 units in the Section 7 area.
- Implementation of a neighborhood services program which would embrace physical, economic, and human concerns in the Section 7 area.
- Accomplishment of replacement/relocation housing in the Section 7 area to partially meet the needs of families currently residing in the Crooks-Pierce and Santa Fe Drive areas.

Riverside Drive Area

- Installation, through available means, of neighborhood infrastructure facilities such as sidewalks, curbs, gutters and drainage facilities.
- Accomplishment of housing improvements including maintenance, preservation and rehabilitation through application of a City-wide program.
- Increased provision of public services and facilities in the Riverside Drive Area.

Crooks-Pierce Area/Santa Fe Drive Area

- Eventual elimination of the housing stock in this area consistent with use designation contained in Barstow's Land Use Element.
- Development of a relocation needs and resources inventory in order to assist the families that would need to move from these two areas of the City.

PLAN FOR THE HOUSING NEEDS OF ALL ECONOMIC SEGMENTS

Meeting the housing needs of all economic segments is a difficult and complex task. The plan for this part of the Housing Element consists of two sections. The first concerns objectives for utilizing new housing production to meet the needs of moderate-income households. The second section deals with the utilization of the existing housing stock to meet the needs of very low and low-income families.

MODERATE-INCOME HOUSING PRODUCTION

As explained in the inventory of existing housing conditions, there is an extensive demand—from various income sectors—for moderate income housing. In view of this high demand, planning objectives for such housing have been included in the Housing Element. These objectives include:

- Production of new housing for moderate-income families currently residing or expected to reside in the City of Barstow.
- Establishment of a target allocation of 50 percent of the new medium high density housing and 25 percent of the high density housing for moderate-income families.
- Provide a means by which certain housing production costs can be offset through direct and indirect public investment in order to encourage the construction of moderate-cost housing.

UTILIZATION OF THE EXISTING STOCK TO MEET THE NEEDS OF LOWER-INCOME FAMILIES

- Assure the proper maintenance and appearance of the City's existing 200 units of public housing.
- Assure the proper dispersal of existing housing that is leased under the Section 8 housing assistance payments program.
- Encourage the leasing of housing under the Section 8 program that will foster the achievement of other parts of the housing plan such as serving as a relocation housing resource.

HOUSING PROGRAM

The housing program part of this element describes how the housing plan can be achieved through available and/or potential methods, techniques, or resources. The plan is concerned with long-range accomplishment while the program is concerned with specific actions—planning and implementation activities—which can be undertaken in the years ahead in order to begin to accomplish what the plan suggests.

The methods, techniques and resources which constitute the housing program are described below.

HOUSING GROWTH AND PRODUCTION PROGRAM

This section presents a review of two basic programs by which the City can influence, control or regulate the number of units, their type, and location to be built on vacant land. Each of these tools provides the ability to achieve the plan for housing growth and production as well as the housing-related aspects of Barstow's Land Use Element.

DENSITY MONITORING SYSTEM

The number of units, although not the rate at which they are developed, can be influenced through the creation of a density monitoring system (DMS). This system is a means by which to monitor market conditions so as to recognize the negative factors which would prevent the achievement of community goals. A DMS would assess the relationship between residential construction and the number of units that should be built in the City as outlined in the plan for housing growth and production. The characteristics of the density monitoring system include:

- Preparation of a vacant land map, indicating the size of parcels, density targets, and housing production targets.
- Comparison of completed development to permitted densities and production targets.
- Comparison of proposed development to permitted densities and production targets.

SEQUENTIAL DEVELOPMENT PLAN

The preparation of middle-range plans and programs which relate proposed residential development to community services and facilities is one method of influencing future housing growth and production. The City of Barstow should prepare in the future a sequential development plan in order to influence the number, location and rate of residential development.

The purpose of a sequential development plan is to prevent the development of vacant land for housing unless it is located in an area that has been or will be served by an adequate level of public services and facilities. The timing of development is influenced through the planned installation of services and facilities in accordance with a multi-year capital improvements program. The number of units to be developed is not controlled directly; rather, the planned provision of public services and facilities together with administrative procedures which evaluate each proposed development prevents construction in locations which are inadequately served.

HOUSING AND NEIGHBORHOOD IMPROVEMENTS PROGRAM

This section discusses methods by which Barstow could accomplish housing and neighborhood improvements consistent with the recommended goals, policies and objectives.

ENFORCEMENT OF HOUSING QUALITY STANDARDS/ENFORCEMENT GUIDE

Housing quality surveys are a necessary part of a housing code enforcement program. However, the housing code is not the only code which contains standards and criteria by which the quality of the existing stock can be evaluated. Fire and health codes also apply to the existing housing stock, for example. Because of this, it is important to determine the standards and criteria which will be used as a basis for evaluating the condition of housing through quality surveys. Once the surveys have been completed, enforcement of the housing code provides one means by which the City can seek correction of substandard housing conditions.

Prior to initiation of active code enforcement activities, a "Supplemental Housing Code Enforcement Guide" should be developed. The purpose of the guide is to establish a City-adopted set of policies and procedures to guide City staff and to inform property owners and tenants as to how the City intends to administer the enforcement of the housing code.

CERTIFICATE OF OCCUPANCY PROGRAM

As a supplement to, or in place of, a City-wide code enforcement program, Barstow could develop a "certificate of occupancy" program. The objective of this program is to enforce the housing code in those instances when a dwelling is to be re-occupied.

PROPERTY MAINTENANCE ORDINANCE

In order to preserve the existing housing supply, the City of Barstow should consider the feasibility of a property maintenance ordinance. The ordinance should cover residential, commercial and industrial properties. In this way, the housing stock can be improved as well as neighborhood conditions.

The purpose of such an ordinance is: to control the maintenance of all property in order to prevent or eliminate conditions which are detrimental to public health, safety or welfare including the diminution of property values, community appearance, and the use and enjoyment of properties in the general area. In addition, such ordinances specify the conditions contrary to the proper maintenance of property and the procedures by which nuisances resulting from improper maintenance can be abated.

NEIGHBORHOOD SERVICES PROGRAM

The purpose of the neighborhood services program (NSP) is to coordinate the delivery of services and facilities by a variety of public, quasi-public, and private agencies or groups so as to enhance the total living conditions

of a neighborhood. A neighborhood services program will seek to enhance the total living environment through the coordinated delivery of services and facilities of a social (e.g., home-ownership counseling), economic (e.g., rehabilitation loans and grants) and physical (e.g., recreation facilities) nature. Through the neighborhood services program, a comprehensive approach can be implemented which is suited to the unique needs and characteristics of each neighborhood in the Barstow community.

STATE NEIGHBORHOOD PRESERVATION PROGRAM

State enabling legislation has charged the California Housing Finance Agency with the formulation and implementation of a "neighborhood preservation program." Upon approval, the City of Barstow can be eligible to contract with the CHFA for loans, mortgage insurance and technical assistance. With respect to securing Agency approval and assistance, it is recommended that the City work with the Technical Assistance Program of the State Department of Housing and Community Development. The NPP may be particularly suitable in the Section 7 area of the City.

CITY-WIDE REHABILITATION PROGRAM

Several rehabilitation program alternatives are discussed in detail in the full report. One of the most feasible alternatives is the utilization of CD block grants to accomplish residential rehabilitation. However, owing to the limited amount of CD dollars, it is recommended that the City work with the private sector to formulate and achieve a realistic program. Two approaches to a joint City/private sector endeavor are discussed in the complete report.

HOUSING PRESERVATION—HOME IMPROVEMENT REBATE PROGRAM

This program, initially formulated by the City of West Covina, attempts to provide incentives for home improvements in neighborhoods which are not deteriorated but are beginning to show signs of neglect. The program, in

essence, offers a 10-percent rebate on expenditures made for eligible home improvements. Eligibility for the program is not based on income requirements; instead, there are "area" requirements (i.e., location in a community development target area).

HOUSING NEEDS OF ALL ECONOMIC SEGMENTS PROGRAM

In terms of providing housing assistance to meet the needs of moderate- and lower-income families in Barstow, two programs are suggested as potential implementation measures. The first involves a "housing cost reduction program" to expand the supply of new housing that is available to moderate-income families. The second pertains to application of the Section 8 Housing Assistance Payments Program.

MODERATE-INCOME HOUSING—HOUSING COST REDUCTION PROGRAM

The primary purpose of the "housing cost reduction program" is to expand the supply of new housing that is available to moderate-income families. The objectives of the program are to:

- Reduce the initial sales price of new housing to the consumer.
- Provide a means by which certain housing production costs can be offset through direct and indirect public investment.
- Provide housing for moderate-income families within normal economic market conditions (i.e., not imposing artificial restrictions such as price controls or constraints on the rate of appreciation) and which has market appeal.

Achievement of housing production cost reductions can be accomplished through the following methods.

Public Investment to Partially Defray Direct Off-Site Improvement Costs. A strategy clearly available to Barstow is to invest in off-site lot improvements which are not located on private property. This option has always been available to the City, although the trends have been to require residential developers to pay for these (i.e., parks) and then to pass the costs onto the consumer. Under this program, the public would initially defray these costs which would eventually be repaid by the consumer at the time of resale.

Land Cost Write-Downs in Redevelopment Areas. Previous studies have recognized the need to create more diversity in the development of the City's housing inventory. Suggestions have been advanced to encourage incentive programs for developments having designs and materials different and perhaps more appropriate to the desert and also for encouragement of amenity packages with every subdivision. These same studies also have recognized the need for middle-income housing in Barstow. These needs could be fulfilled in redevelopment areas through an incentives program that would provide land write-downs. Land is a major component of housing production, often amounting to at least 25 percent of total costs. If the redevelopment agency provided land at lower costs to developers, it would enhance the potential for new housing with adequate amenity packages as well as meeting the needs of moderate-income families.

SECTION 8 HOUSING ASSISTANCE PAYMENTS PROGRAM

With regard to meeting the housing needs of lower-income families, it is recommended that the City continue to encourage an active Section 8 Program on the part of the San Bernardino Housing Authority. Currently, the housing authority administers 200 units of public housing in the City of Barstow. Of this total number, 100 units are for senior citizens and another 100 units are for families.

In discussion with the housing authority, it has been learned that 850 Section 8 - Existing housing units have been allocated to the County. Under this allocation, no units have yet been leased. However, the authority anticipates that it will begin to lease units in the middle of September, 1975. The leasing of these units should be accomplished so that consistency is maintained with the goals and policies of the Housing Element.

HOUSING ELEMENT REVIEW AND UPDATE PROCESS

The State regulations suggest that a review and update process be included in each housing element. This process should include three factors: housing data, citizen review, and an update of the entire element. A review and update process for Barstow is included in the draft housing element.

SCENIC HIGHWAYS ELEMENT

PURPOSE AND SCOPE OF THE ELEMENT

Government Code Section 65302(h) requires a scenic highways element of all city and county general plans, as follows:

A scenic highways element for the development, establishment and protection of scenic highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code.

The scenic highways element provides for the local planning of scenic corridors along the State highway system and is the initial step leading to the official designation of a scenic highway on the State Master Plan. As such, the element provides the basis for the preparation of local scenic corridor plans or specific plans and policies for development in areas in which a scenic corridor study has been completed.

Although the law prescribing a scenic highways element places emphasis on the State highway system, this does not preclude local jurisdictions from designating and adopting local scenic routes. The law also allows for a *County Scenic Highways System*, to be coordinated with the State system.

The designation of any route as an official scenic highway is, therefore, the result of coordinated planning efforts by the State, counties and cities with local municipalities bearing the prime responsibility for the protection and enhancement of scenic corridors. The following basic steps must be taken before a route can be designated an official *State Scenic Highway*:

- (1) The route must appear on the list of eligible State routes.
- (2) The local agency (cities and counties) must have adopted a scenic highways element of their general plan. Subsequent to this, the Department of Transportation must be requested, by resolution, to do a corridor survey and highway facility study.

- (3) The local jurisdiction must prepare a program to protect and enhance the scenic corridor as determined in the corridor survey.
- (4) Upon adoption of the program, the local jurisdiction must make a written request to the Department of Transportation for designation of a route as an official scenic highway.

As mandated by State law, the scenic corridor program must include, but is not limited to, the following minimum regulations to protect the scenic appearance of the corridor:

- (1) Regulation of land use and the intensity (density) of development;
- (2) Detailed land and site planning;
- (3) The control of outdoor advertising;
- (4) Careful attention to and control of earthmoving and landscaping; and
- (5) The design and appearance of structures and equipment.

All standards prescribed for State Scenic Highways apply equally to County Scenic Highways.

SUMMARY OF FINDINGS

Three State highways in the Barstow area have been part of the State Master Plan since 1963. A fourth was added to the Master Plan in 1974. To date, however, none have received official designation, namely:

- (1) Route 247 (Barstow Road) from Route 15 to Route 62 near Yucca Valley.
- (2) Route 15 from Route 58 near Barstow to Route 127 near Baker.

- (3) Route 58 from Route 14 near Mojave to Route 15 east of Barstow.
- (4) Route 40 from Route 15 to Needles.

The section of Route 15 from Route 58 south to Route 395 (near Hesperia) is not included on the State Master Plan of eligible highways. To date, the only officially designated State Scenic Highway in San Bernardino County is Route 138 through the San Bernardino National Forest.

In September 1974, the County of San Bernardino adopted a Scenic Routes Element as part of its overall General Plan. The Element endorsed each of the scenic highway routes in the State Master Plan, and proposed three additional routes as County scenic routes in the Barstow area. These latter three routes included:

- (1) Old National Trails Highway (from Victorville to Barstow following the east bank of the Mojave River Wash).
- (2) Old Government Military Road (along the Old National Trails Highway east from Barstow to Fort Mojave on the Arizona State line).
- (3) Mojave Trail (from Needles to San Bernardino via Barstow, following Padre Francisco Garces' 1776 route and Jedediah Smith's 1862 route).

To create an integrated system of scenic highways within the Barstow area, it is proposed that the City adopt the present State Scenic Highways and proposed County Scenic Routes within the City's sphere of influence. This would commit the City to developing necessary plans and implementation programs for those highway segments within the corporate limits of the City and to cooperating and assisting the County in developing such plans and programs within surrounding unincorporated areas.

It is also proposed that the City consider and explore the possibility of designating the segment of Route 15 south of Route 58 and within its sphere of influence, as an official State scenic highway. Although it is not presently included on the list of eligible State highways, State law provides for additions to this list. This highway segment offers extensive views of the surrounding hills and local points of interest and is the major entryway to the community.

Two other potential routes should also be considered for official designation as either State Scenic Highways or County Scenic Highways, including the possible extension of Barstow Road (to and including Irwin Road) north of Main Street, and the potential future highway connection between Route 15 and Route 58 north of Main Street. The Barstow Road extension would provide scenic views of such features as the railroad, the Harvey House, "Buzzard Rock," the Mojave River area and hillsides to the north. The highway connection between Route 15 and Route 58 would provide major views of the classification yard, the Mojave River area, and hillsides to the north.

In addition to the present and proposed State and County routes, it is suggested that certain local streets be included as local scenic routes. These routes generally connect with the above State and County routes where feasible, forming a continuous scenic route network. The following existing and future streets are recommended for inclusion in the network as local scenic routes:

- First Street (from Main north to Irwin Road and Route 58)
- Irwin Road (from First Street north to Route 58)
- Rimrock Road (to and including "H" Street and Montara Road to Main Street)
- Barstow Road (from Route 15 north to Main Street)
- Lenwood Road (from Route 15 west to Main Street)

If the proposed Barstow Road extension and/or proposed highway connection between Route 15 and Route 58 prove ineligible for official State or County designation, then it is suggested they be included with the above list of local scenic routes.

RECOMMENDED IMPLEMENTATION PROGRAMS

Additional State and County Scenic Routes

Upon adoption of the Scenic Highways Element, the City will have completed the initial step in the selection of various routes to be included in the scenic highways program. Additional State and/or County routes (i.e., those not presently included in the State's Master Plan or the County's Scenic Route System) will require further actions on the part of the State, County and City in order to gain official designation.

Only the State Legislature may amend the State's Master Plan of Highways eligible for official Scenic Highway designation. To add a particular highway segment, such as Route 15 south of Route 58, to the eligible list of highways would require a formal petition by the City and County through their legislative representative. It is suggested that the local representative of the State Scenic Highway Advisory Committee be informed of any such intent on the part of the City and County.

The County's Scenic Routes Element would also need to be amended to include additional State and/or County routes as may be proposed by the City. Both the County Planning Commission and Board of Supervisors would be required to take formal action to amend their General Plan in accordance with State Planning Law.

If either the State or County choose not to include such additional routes in their respective plans, the City may still exercise its option to adopt various policies and measures for the protection and enhancement

of areas adjoining these routes within the corporate limits of the City. It is imperative, however, that the City gain the cooperation of the County to extend various policies and measures for the protection of scenic route corridors within the City's sphere of influence.

Planning Department Standards

Following the selection and adoption of various scenic routes, the City must establish a set of design standards for assisting in the development of State, County and local scenic route systems. It is suggested that such standards parallel those adopted by the State for the State Scenic Highway System. The following standards have been excerpted from Article 2.5 of the State's Streets and Highways Code:

261...The standards for official scenic highways shall also require that local governmental agencies have taken such action as may be necessary to protect the scenic appearance of the scenic corridor, the band of land generally adjacent to the highway right-of-way including, but not limited to, (1) regulation of land use and intensity of development; (2) detailed land and site planning; (3) control of outdoor advertising; (4) careful attention to and control of earthmoving and landscaping; and (5) the design and appearance of structures and equipment.

The above standards are those which the City must meet if it is to receive official State designation for a route within the State Scenic Highway System.

Scenic Corridor Studies

The City has the responsibility for initiating the various corridor studies by the State Department of Transportation leading to the official designation of State Scenic Highways. It is also directly responsible for preparing such studies for prospective County Scenic Highways and local scenic routes within the corporate limits of the City. The necessary steps, work tasks and criteria involved in such studies are described in the detailed Element.

Prior to undertaking such studies, it is suggested that the City contact the Department of Transportation and the County of San Bernardino in an effort to coordinate the various programs, activities and organizations involved. The City should assist in formulating a system of priorities for the various proposed routes and help to define the nature and responsibility of various follow-up studies.

Corridor Protection Measures

The long-term control, management, and use of land in the corridor is critical to the establishment of a scenic highway. Without adequate protection, the character of the corridor through which a scenic highway passes may be altered enough in time to diminish or completely destroy the corridor's scenic value. The most critical part of the entire scenic highway program is its implementation by the local jurisdiction: the adoption of standards most appropriate to carry out the intent of the program in a given corridor, and their application and enforcement upon lands in private ownership through the regulatory power of local jurisdictions.

A city or county general plan, zoning ordinance, subdivision regulations, building and housing codes, fire code, and capital improvement program are the principal administrative tools of community development. Properly coordinated, they form readily usable frameworks for a variety of corridor protection measures. The following measures have been suggested by the State Department of Transportation.

General Plan. The general plan for the city or county should identify the scenic highways and, broadly, their corridors. The general plan report should formulate the policies and standards of a scenic highway program.

Precise Plan. The local jurisdiction should adopt precise plans for scenic highway corridors under the authority of the Government Code, Sections 65600 through 65704. The plans should include the maps and measures implementing the program for specific highways.

Zoning. The zoning ordinance should give particular attention to scenic values and to the protection of the corridor. This ordinance should include control of the following matters: architectural review, site plan review, land uses, building heights, building setbacks, residential density, building coverage, lot area, planned unit development, historical preservation, on-premise signs, outdoor advertising, flood plain, screening and landscaping.

Subdivision Regulations. When subdivisions are allowed in the corridor, tentative map approval should be subject to conditions carrying out the intent of the scenic highway program. These conditions should relate to such considerations as: limiting the amount of cuts and fills, tree preservation and planting, limited access onto scenic highways, road design standards, underground utilities, and cluster development.

Public Works. Public works operations beyond the scenic highway itself should be reviewed for their compliance with the intent of the program. Levees, jetties, dams, county roads, city streets, public signs, etc., should conform to the standards of this program. Intersections of the scenic highway with new county roads or city streets should be severely limited.

Tree Preservation. Programs of street tree planting, landscaping of public grounds, reforestation, and selective vista clearing should be undertaken by the appropriate public agencies.

Transfer. Should any land in public ownership be sold or exchanged, appropriate and enforceable restrictions which would carry out the intent of the scenic highway program should be written in the deed by the public agency disposing of the land. Transfer to another public agency should be explored first, as well as lease or lease-back to a private party.

Purchase. Every opportunity for acquisition of corridor land in fee should be thoroughly explored by public agencies. Consideration should be given to locating in the corridor such public uses as information centers, roadside rests, vista stations, parks, playgrounds, wild areas, wildlife refuges, schools, colleges, cultural centers and administrative centers.

Gifts and Dedication. Gifts and dedication of land to a public agency should be encouraged and accepted.

Easements. When public uses are not contemplated, the acquisition of development rights or scenic easements should be actively pursued by public agencies. These lesser property rights retain the land on the tax rolls -- if at a lower rate -- leave responsibility for maintenance with the private owner, allow private uses compatible with the scenic highway program, and are acquired at a lower cost than outright purchase.

Urban Renewal. The complex program of governmental actions involved in urban renewal and redevelopment projects could be utilized in some cases for the improvement of the scenic corridor.

Fiscal Policy. The assessment of properties should reflect governmental restrictions on intensive development. This practice would be conducive to better acceptance of controls and to the dedication of easements at nominal costs to the public. The concept for this practice, comparable to that for golf courses, soil conservation, timber production, and exclusive agriculture, should be extended and implemented for scenic protection.

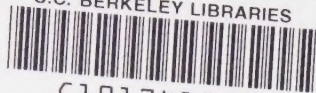
Citizen Involvement. Dominating the spectrum of measures to implement the scenic highway program, the awareness and contribution of the public is the main key to its success.

A citizens' group at the local level, similar to the California Roadside Council at the State level, would help create this awareness and spark citizen action with the assistance of other community organizations.

This action could take various forms: to induce merchants, landlords, homeowners, and others to participate in a clean-up, paint-up campaign; to raise the level of general maintenance of public and private properties; to promote the scenic highway program through posters, articles, and speeches.

The local governing body should encourage and, when appropriate, materially assist citizen participation in the program. It should appoint a citizens' advisory committee to the governing body for the program. Information regarding the scenic highway program should be disseminated to the public by the local jurisdiction.

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